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United States Department of State

Washington, D. C. 20520

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BRIEFING MEMORANDUM

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TO: C - Mr. Wirth

FROM: RP - Phyllis E. Oakley, Acting

SUBJECT: Your Meeting with Sadako Ogata, UN High Commissioner for Refugees, in your office, on Tuesday, May 10 at 12:00, followed by a luncheon.

I. OBJECTIVES

1. Exchange views on the situation in Rwanda and Burundi and the potential continuing refugee outflows. Assure UNHCR of our support.

2. Update Ogata on the state-of-play for the Cairo Conference. Discuss family planning efforts among refugees.

3. Elicit Ms. Ogata's views on the humanitarian situation in Bosnia. Discuss prospective roles of UNHCR and other international agencies in the return of Bosnian refugees and displaced persons and planning for resettlement.

II. APPROACH

Mrs. Sadako Ogata, the U.N. High Commissioner for Refugees, will be in Washington May 9-13. Ogata will use her visit in Washington to elicit additional support for UNHCR's programs and

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initiatives, strengthen old friendships, and establish new contacts. In addition to her meeting with you, Ogata will meet with Strobe Talbott, Brian Atwood, Doug Bennet, Craig Johnstone, Winston Lord, John Shattuck, Robin Raphel, and Alexander Vershbow. Other Administration appointments include Attorney General Reno, Secretary Perry, Admiral Boorda and A/S Holmes at DOD, and INS Commissioner Meissner. On the Hill, Ogata will meet with Senators Hatfield, Kennedy, Simon, Simpson, Leahy, Pell, Kassebaum, DeConcini and Representatives Lantos, Pelosi, Livingston, and Hoyer. Finally, during her visit Ogata will address the Department's Open Forum, deliver an address at the Brookings Institution, and be interviewed on McNeil/Lehrer, National Public Radio, Good Morning America, and CNN.

III. PARTICIPANTS

U.S.

Timothy E. Wirth
Counselor

Phyllis E. Oakley
RP Acting Director

Nan Kennelly
RP Notetaker

UNHCR

Sadako Ogata
UN High Commissioner for
Refugees

Francois Fouinat
Chief of Staff

Soren Jessen-Petersen
Chief of External Relations

Rene van Rooyen
Head of UNHCR Washington
Office

Attachments

- Tab 1 - Talking Points
- Tab 2 - Biographic Information
- Tab 3 - Background on Objectives

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TALKING POINTS

Rwanda-Burundi

- We applaud the efforts of UNHCR in responding quickly to the needs of Burundi refugees in late 1993 and the more recent outflow of Rwandan refugees. Please be assured of continued U.S. support for UNHCR activities in the region.
- Based on UNHCR's experience in Iraq and Bosnia, what suggestions do you have for providing security and assuring assistance for displaced persons and others at risk in Rwanda?
- I would welcome your views on what the international community can do now to stop the conflict and save lives, and how such situations might be prevented in the future.
- We would welcome your views on steps to further stabilize Brundu's government.

The Cairo Conference

- The ICPD process has given the international community an opportunity to look at the linkages between refugee flows, population growth and sustainable development.
- The draft Program of Action has strong sections on the root causes of refugee flows and irregular migration, and includes a discussion of the relationship between development policy and refugee outflows and repatriations.

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- The U.S. is pleased with language in the Cairo document which calls for refugees and displaced persons to be provided access to family planning services (although the phrase "family planning" has been bracketed by the delegation of the Holy See throughout the Cairo document).

Bosnia

- We appreciate the strong role that UNHCR in general and Mrs. Ogata in particular have played in relief operations in Bosnia. We look forward to continuing our support for UNHCR.
- Does Mrs. Ogata foresee an improved supply and access situation during the winter of 1994-95? Does UNHCR planning for winterization envisage major differences from last year? Any gaps in this winter's food or supply pipeline for Bosnia?
- Does UNHCR foresee significant refugee returns to Bosnia during the rest of 1994? What is the state of UNHCR planning on returnees and resettling the displaced within Bosnia?
- We are also following with interest the planning for Bosnian rehabilitation and reconstruction. While we know you favor a pivotal role for the International Management Group (IMG) in reconstruction, IMG's very limited record in

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Bosnia to date and its narrow, basically European, orientation make us skeptical about its ability to coordinate international efforts.

- Although our own thinking about reconstruction is still evolving, we view the IBRD as a potentially better and more universal coordinator. Nevertheless we look forward to hearing more from Geneva about plans to restructure IMG.

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BACKGROUND ON OBJECTIVES

Rwanda-Burundi

UNHCR has responded quickly to the outflow of over 600,000 Burundi refugees in late 1993 and to the current outflow of over 300,000 Rwandan refugees (250,000 fled to Tanzania). Emergency staff have been secured to the region, and relief supplies are being airlifted to Tanzania. The U.S. has supported UNHCR's efforts through cash contributions (\$4.25 million in December 1993 and \$13.5 million in May 1994) and DOD airlift assistance.

The U.S. has publicly appealed to warring factions in Rwanda to cease fighting and to resume peace talks in Arusha, Tanzania. We have sent diplomatic missions to the region as well to urge an end to the conflict.

We are concerned that hundreds of thousands of Rwandans may be congregated in border areas inside Rwanda, unable to flee to safety in neighboring countries. Cross border relief efforts have also been stymied by the insecurity. The concept of safe zones inside Rwanda, protected by an armed UN force, has been discussed. We would welcome Mrs. Ogata's views on this in light of UNHCR's experience in northern Iraq, Somalia and Bosnia.

Since Rwanda erupted, 50,000 Rwandans have fled to Burundi along with some 200,000 Burundis who had previously sought

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refuge in Rwanda. Both refugees and returnees in Burundi are being assisted by UNHCR. We want to ensure that all who seek refuge are allowed into Burundi, but are concerned about the impact of new influxes and the potential for further destabilization.

Refugees, Migration and the Cairo Conference

UNHCR has had a low-key interest in the ICPD throughout the preparatory process, mostly to ensure that the document upholds strong standards of protection for refugees. They have proposed good language on the root causes of refugee flows, and identified environmental degradation as a contributory factor to population displacements. The question of family planning services for refugees is relatively new to UNHCR; they would not include it as an emergency service, but may be receptive to meeting refugees' family planning needs in situations of long-term displacement.

Bosnia

Since the outbreak of hostilities in 1991 the US has contributed a total of \$530 million in humanitarian assistance to the former Yugoslavia. Our contributions covered food donations, DOD airdrops, RP assistance to international relief agencies, and contributions totalling \$56.8 million to UNHCR

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itself. As the lead U.N. agency for the former Yugoslavia, UNHCR has either overseen or carried out most emergency assistance programs in Bosnia, including supplying winterization materials and deliveries of food and non-food relief to refugees, the displaced and other vulnerable groups.

Despite the fighting in eastern Bosnia, stable conditions in areas affected by the Bosnian-Croat confederation have encouraged UNHCR to begin planning for the safe return and resettlement of the 2.5 million Bosnian refugees/displaced and to consider programs of rehabilitation and reconstruction.

Although UNHCR will have a preeminent role in refugee return and resettlement, it is unclear how the rehabilitation and reconstruction phases will be organized.

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